



DEPARTMENT OF DEVELOPMENT - CITY OF NEWARK, NEW JERSEY

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A RECREATION STUDY REPORT

REPORT NO. 1

RECREATION STUDY TO DETERMINE NEEDS OF THE  
SCHOOL AGE POPULATION OF THE CITY IN ALL FIVE WARDS.

SEPTEMBER 1989

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Division of City Planning - 32 Green Street, Newark, N.J. 07102

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# Newark

Sharpe James  
Mayor

Department of Development

Division of City Planning

32 Green Street, 3rd Floor  
Newark, New Jersey 07102  
201-733-8426

Harold Lucas  
Director

Harry L. Hines, P.P.  
City Planning Officer

## MEMORANDUM

TO: Richard Monteilh, Business Administrator

FROM: Harry L. Hines, P.P., City Planning Officer *HLH*

DATE: October 6, 1989

RE: Recreation Report: School Enrollment Data Analysis

This report focuses on the school age population of Newark and what this agency believes pose issues pertinent to the formulation of a comprehensive recreation plan to meet their needs. It does not attempt to forecast future school populations. However, it does attempt to recommend rational approaches to providing facilities based on both the cursory analysis of 1988 age and grade data provided by the Newark Board of Education, and the current inventory of recreation facilities.

It therefore attempts to present an analytical framework upon which follow-up detailed studies should be based, by examining issues affecting planning for recreation in Newark. Since the subject of recreation planning is such a critical issue, especially where it is expected to play a major role in the 'sociological renaissance' of our youth, it is imperative that any recommendations made are based on the comprehensive examination of what is available and who we are planning for.

/jp

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RECREATION STUDY - SEPTEMBER 1989

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## INTRODUCTION

Recreation is a public responsibility in most localities throughout the United States. It is an activity carried out at every level of government, however, not all jurisdictions undertake the operation and maintenance of a recreation system. In many cases, counties or regional groups or consolidated districts perform similar functions that are part and parcel of recreation as we know it in older inner cities.

Recreation, for the most part, is a demand-driven service that often requires intensive amounts of capital funds and operating monies to function. If it were not for the private and quasi-private entities providing recreation services, most older localities would suffer even more severe shortages of recreational opportunities and shortfalls in service than they now experience.

Therefore, in analyzing Newark's current needs, we must be mindful of the existing plant now operating and the needs that may be dictated by user population increases or decreases over the next decade. Again too, it is essential to spell out what the capital needs may be in light of these population variations.



WARD MAP

THE CITY  
OF  
NEWARK, NEW JERSEY



A recreation system tied to the school age population poses some questions as to both overall need and the intensity of physical plant expansion/contraction that may be projected down into the 1990's. Our horizon should be the year of 2010; our capital program periods should be planned in six years stages, with the first year as the budget year where projects are actually authorized and subsequently funded and built. (Please see Chart I-1., and Map 1., City Wards.)

Systematic planning, along with essential capital budgeting arises from the essential nature of all capital investment, and not just recreation facility construction or enhancement. The durability of fixed capital, higher operational costs in some instances, and the spatial interdependence between all municipal investment decisions means that the process here in Newark, as elsewhere, can only be treated as a very long-run, gradual and frequently sub-optional process.

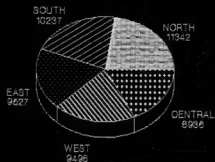
In short, we cannot achieve all of our goals in one gulp anymore that we can correct deficiencies in all of our other services over night. The question of sub-optimality arises every year when we find that our funding resources just cannot match all of our needs. In another vein, what has been established as optional goals may shift as factors outside of our control change from year-to-year.

DIVISION OF CITY PLANNING  
Recreation Study

September 1989

CHART I-1

**SCHOOL ENROLLMENTS, 1989**  
**Total Number of Pupils By Wards**



Source: Newark Board Education

An example of the last item concerns land costs. Newark no longer has cheap land. Analyses done by the Division of City Planning over the past nine months using data collected from the results of the City's auctions reveals a significant increase in the bid prices for both vacant land and parcels containing buildings. Thus, if we were to attempt land acquisition at this time, i.e., non-city owned land, the costs of constructing new facilities of any sort would escalate due to land costs as well as other prices not amenable to our control.

It is therefore a plus for Newark that we acquired lands in the 1970's for open space use and recreational development. (Unfortunately, several such parcels were inadvertently sold on Broadway in an area where there exists a critical need for recreation facilities).

There are some major issues involved here when dealing with recreation in general, and physical improvements in particular. A serious obstacle to the integration of physical planning and municipal policy is that presently those agencies and departments now providing inputs into the system, also function separately in this area as well as in their own particular sphere of activity, i.e.; Recreation, Engineering, General Services. Thus, in formulating any recreation scheme that will be translated into hard funding and construction, the first element to be broached is that of policy.

Programming activities are one area. Programming the overall locational and spatial aspects of the system is another. Constructing and maintaining the plant are inextricably tied to both specific areas of effort. We cannot dismantle agencies or departments to meet the goals of one particular city service. We can, however, elaborate a method to be employed in the everyday operations of these agencies where their joint efforts can be channelized for greater efficiency. This has been the case from time-to-time over the years, especially in the construction phase of some of our larger facilities. However, these were sporadic operations and the "process" never became formalized or institutionalized.

In the framework of government, there is a decided need to set-up permanent standing bodies to coordinate the overall activity of several agencies where their particular expertise and mission overlap in carrying out a specific project or program. Two such bodies have existed from time-to-time here in Newark. There have been special Mayor's Committees over the years dealing with recreation and several bodies existed during the early 1980's to implement the Urban Parks and Recreation Recovery Program. (This report was issued in 1982). Naturally, the function of planning a holistic service system in a dynamic and revitalized entity such as Newark should be centered in the Division of City

Planning. However, this does not posit the entire responsibility for the several systems exclusively within this agency. It does not negate the efforts or plans of other entities. Rather, planning lends the overview needed to place these needs and plans in their proper context from the standpoint of the City's overall development plan - the Master Plan - and its ancillary plans and programs. Finally, and most importantly, the City Planning process lends its expertise to the capital programming aspects of the site-specific plans once they have been formalized.

#### SUMMARY COMMENTS

Program planning is the devising of organized activities that produce a desired service or services. It involves the identification of clients or a target population to be served, the description of services to be provided, the specification of funds, personnel, equipment, and activities necessary to produce the desired service(s).

Program planning is important to the Division of City Planning and to the Division of Recreation and Cultural Affairs. Here is a classical area where the interfacing between two agencies of government is critical. In this current report, the Division of City

Planning will be presenting school age population data and other aspects of this collection that impact on the recreation needs of Newark. The Division of Recreation and Cultural Affairs can utilize this data as well. Planning makes no judgments as to what particular programs should or should not be projected at certain facilities. Nonetheless, planning is able to prescribe what ones could most efficiently use the space available or be planned for in the future.

Certain site requirements as well as interior spaces are generally governed by nationally accepted standards. Certain levels of population concentration require certain amounts of space to offer the clients served ready access to adequate facilities. These are the city planners areas of interest, but they naturally coincide with those of recreation activity planners and administrators.

A. Program Planning:

Program planning therefore, is important to the planning agency, even when it is still the primary concern of the operating department. This is so for the following three reasons. First, it is necessary to have some understanding of the programs to be conducted in a public facility, in this instance schools, parks, pools and buildings in order

to properly plan the appropriate location size, and other characteristics of the facility. Second, the Division of City Planning may be called upon to provide technical assistance for program planning to operating departments such as is currently being done that have traditionally been undertaken on an informal basis. Finally, the Division of City Planning may serve in a staff capacity to the Mayor and Business Administrator in devising new programs that are not readily available from existing departments.

B. Policy Analysis:

Decision makers often evolve strategies or approaches to certain persistent problems. These strategies or policies provide a guideline or basic approach to a situation - in this case - recreation.

Planning is closely linked to policy analysis, although the terms are not synonymous. They have evolved together here in Newark in recent years with a common set of interests, and often, with attentions being directed to the same subjects.

That a clear-cut policy or directive has not always resulted, is not a reflection on the participants as much as it is upon the issues themselves. Many have proven difficult to measure fully as data was not always readily available to facilitate complete analysis.

Policy analysis is the use of scientific methods to devise policy. It requires:

1. A comprehensive or systems approach;
2. Scientific tradition and method;
3. The use of mixed teams; and
4. An action orientation.

This ties to research. Much planning and policy analysis could be characterized as research. The Division of City Planning tends to have this essential role in the context of local governmental research and has been a major source of data and information.

Finally, it is for our era to decide what will be done. The following excerpt from the "Practice of Local Government Planning" (1979) is probably the most succinct statement of the new emerging emphasis on recreation.



"The emerging emphasis of recreation planning is a blend of environmental design, social science, and public administration intended to provide leisure opportunities as part of a human service and environmental management system. Both public and private spaces and services are included in a system of opportunities that is integrated on scales ranging from the neighborhood to the metropolitan area.

This emerging emphasis included program for human development, environmental management, system, planning self-generated design and management, recycling of developed land into open space noncompetitive self-programmed activities, creative play areas, and integration of arts, culture, senior citizen, day care, and adult education programs with parks and recreation.

Special program for the mentally retarded and physically handicapped are considered the responsibility of parks and recreation departments. Community gardens, car care clinics, skateboard parks, outdoor education, and New Games and physical fitness programs are activities sponsored by park and recreation agencies. A new generation of spaces is being used to supplement existing resources; it includes: use of rooftops, cemeteries, pneumatic structures, and air rights over parking lots, and conversion of obsolete buildings to public or private recreational uses.

Previous distinctions between indoor and outdoor spaces and public versus private opportunities are fading with a broader view of recreation planning that integrates space and services. The traditional parks or recreation department is becoming part of new agencies with a broader mission, such as human services, life enrichment, and environmental planning and management.

The current and evolving emphasis on recreation planning requires more sensitive and sophisticated methods than the application of arbitrary standard and conventional wisdom of the past. New demands for citizen participation in the planning and design process, environmental and social impact assessment, cost-effectiveness of public investment, and the meeting of human needs will make the traditional emphasis of recreation planning seem romantic. These new demands calls for rethinking the objectives, purposes, mission, and methods of recreation planning to meet the needs of the present and the future."

SECTION I. - ENROLLMENT  
DATA

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1. Data On Enrollments:

The data furnished by the Newark Board of Education relative to enrollments as of September 30, 1988 provides the essential information for this phase of the recreation analysis. As can be seen by examining Chart 1., the total City enrollment was 49,532. (As of June 30, 1989, the actual enrollment was 48,352, but for purposes of this report we are using the former figure because the age breakdowns are based on the data collected for the period ending in September of 1988. The actual difference is 1,180 pupils. Refer also to Graph EN-A).

Over the past ten years, enrollments have decreased year by year from a high of 68,048 in 1979 to the current June 30, 1989, 48,352. The changes are as follows for the ten year period.

SCHOOL ENROLLMENTS  
(As of June 30)

<u>Year</u>	<u>Number</u>	<u>Loss</u>
1979	68,048	--
1980	66,289	1,759
1981	64,250	2,039
1982	62,459	1,791
1983	57,324	5,135
1984	56,226	1,098
1985	55,116	1,110
1986	54,304	1,922
1987	53,074	1,320
1988	50,160	2,914
1989	48,352	1,808

CHART 1

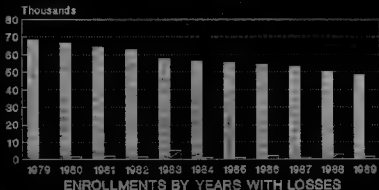
DIVISION OF CITY PLANNING  
RECREATION STUDY  
SCHOOL ENROLLMENTS BY WARDS AND GRADES - 1988

SOURCE: Newark Board of Education

<u>WARD</u>	<u>PRIMARY GRADES</u>	<u>MIDDLE GRADES</u>	<u>UPPER GRADES</u>	<u>SPECIAL EDUCATION</u>	<u>WARD TOTALS</u>	<u>PERCENT OF CITY</u>
Central	3150	2259	2203	1324	8936	18.04
East	2903	2131	4314	179	9527	19.23
North	4204	2946	3791	401	11342	22.90
South	3434	2247	3944	604	10229	20.65
West	3896	2290	2815	497	9498	19.18
TOTALS	17,587	11,873	17,067	3,005	49,532	100.00

GRAPH EN-A.

## ENROLLMENTS AND LOSSES BY YEAR 1979 - 1989



ENROLLMENTS BY YEARS

■ Total Enrollment    ▨ Loss in Enrollment

Source: Board of Education

The heaviest year for losses was recorded in 1983 when there was an enrollment drop of 5,135 pupils; the lowest year was 1984 which registered a drop in enrollments of 1,098. Over the ten year period the total loss was 20,896. Therefore, as noted in the introduction to this report, the planning for facility and play area/open space needs for school children in various age groupings requires a careful analysis of the trends in enrollment, and the geographic distribution in order to decide to build new facilities or expand existing ones.

It is clear that the distribution is fairly evenly spread throughout the City when considering enrollment losses, however, we have not plotted data from year-to-year for purposes of this report due to time constraints. Nonetheless, this must be undertaken as part of the ongoing recreation needs assessment. In addition, we can expect that the 1990 Census of population and housing will significantly improve both our databases and our planning efforts. Also, the September 1989 report, when completed, should prove helpful in follow-up studies.

Returning to our present data, we find that the North Ward with 11,342 pupils, or 23% of the total enrollment has the City's greatest number of school children followed by the South Ward with 21% of the school enrollments, or 10,229 pupils. The South Ward is followed by the East Ward with 9,527; the West Ward with 9,498; and, finally the Central Ward, with 8,936.

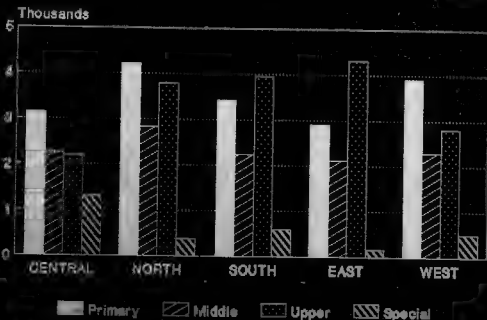
The North and West Wards lead with the most children in the primary grades (pre-kindergarten through the 3rd grade). This has implications for more recreation space for younger children should the spatial analysis indicate a shortfall for the ages which cluster between 4 and 9 years. The South, Central, and East Wards follow in that order. The middle range, or grades 4 to 6, are about equal in the five wards. The ages here lie generally between 10 to 12 years. The upper category is highest in the East Ward followed by the South, North, West and Central Wards. This group comprises all ages from 13 years old and above. Graph 1, describes the enrollments in the four classes, including the special education category. Graph 1A, indicates the gross enrollments in the three major age groupings.

DIVISION OF CITY PLANNING

Recreation Study

Graph 1.

# SCHOOL ENROLLMENTS BY WARDS AGE GROUPS BY CATEGORIES



Source: Board of Education

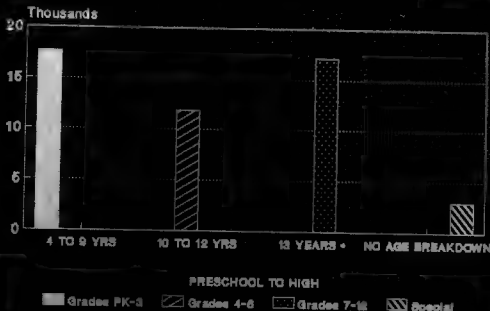


DIVISION OF CITY PLANNING

Recreation Study

Graph 1A.

# SCHOOL ENROLLMENTS BY AGES AVERAGE AGE IN GRADES



Source: Board of Education

Chart 2. displays the enrollment percentages in each grade grouping by ward. As can be seen, the North Ward has the largest percentage of children in the primary grades followed by the West Ward. The South, Central and East Wards follow. In the middle grades again, the North Ward is highest followed by the West, Central, South, and East Wards. In the case of the upper grades which include both junior and senior high school children, the East Ward is first, followed by the South, North, West and Central Wards. This group poses the most critical issues surrounding the recreational planning and operational paradigms. This broad age grouping, beginning at around age 13 and onward requires more extensive facilities associated with active recreation pursuits and there is an important criteria to be followed in facility design for this age grouping. Primarily, there must be a physical separation from younger children if the three groups are to use the same facilities, especially in the case of active sports.

# CHART 2

## DIVISION OF CITY PLANNING

### RECREATION STUDY

#### SCHOOL ENROLLMENTS PERCENTAGES BY WARDS AND GRADES - 1922

WARD	PRIMARY GRADES	%	MIDDLE GRADES	%	UPPER GRADES	%	SPECIAL EDUCATION	%
Central	3150	17.9	2259	19.0	2203	12.9	1324	44.1
East	2903	16.5	2131	17.9	4314	25.3	179	5.6
North	4204	23.9	2946	24.8	3791	22.2	401	13.3
South	3434	19.5	2247	18.9	3944	23.1	604	20.1
West	3896	22.2	2290	19.3	2815	16.5	497	16.5
TOTALS	17,587	100.0	11,873	100.0	17,067	100.0	3,005	100.0

The problems associated with providing recreation for the upper group is somewhat mitigated by the Essex County Parks located within the City. In the main, the two largest, Branch Brook and Weequahic Parks, provide most of the active areas for a wide range of field events including the traditional softball and baseball diamonds, soccer and football can also be played. West Side and Vailsburg Parks also offer areas for active sports for older children, but not as extensively as the two larger ones.

Because the older children have a higher degree of mobility than the two younger groups, they are not as reliant on neighborhood type facilities for active recreation as are the younger children. It is only in the case of recreation centers or buildings that we must be concerned with events that can be carried out indoors by all groups, especially the older age brackets.

Therefore, facility needs assessment for both younger and older children must be centered on both the school systems and the existing city system of centers. Both the North, South, and West Wards require additional indoor facilities. The Central and East Wards also require interior recreation facilities, especially for the older children in the case of the East Ward, and the younger children in the case of all wards. But only by surveying each planning area and ward can a true picture of needs be ascertained and preliminary costs established. This will be expanded in the next section.

Assessing Needs:

An examination of Chart 2 reveals the proportions percentage - wise of the various age groups in the five wards. From this information we are able to construct Chart 3, "Needs Assessment Matrix". This chart represents the simple ranking system for each age group in each of the five wards. Therefore, we are able to begin a preliminary evaluation of the needs for each group in a systematic fashion. It should be understood that the rankings in no way imply either a deficiency or an adequacy. They simply indicate what groups may require facilities and to what extent they may be required if a need is shown to exist. (Refer also to Graphs 2 and 2A which depict the existing recreation facilities in the five wards. Also refer to Table KM-1 for data relative to these facilities).

Based on the rankings in the "Ages 4-9" column we find that there is a strong possibility that the North Ward may have a deficiency in recreation facilities not attached to or housed in existing schools or facilities. Again, the North Ward is the highest in the middle group. It is third in the upper age range, and fourth in the special group.

CHART 3

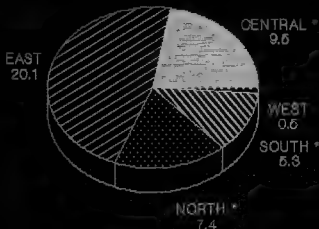
DIVISION OF CITY PLANNING  
RECREATION STUDY  
NEEDS ASSESSMENT MATRIX  
PRELIMINARY RANKING

WARD NAME	AGES 4-9	AGES 10-12	AGES 13 +	SPECIAL
GRADE	(PK - 3)	(4-6)	(7-12)	
Central	4	3	5	1
East	3	2	1	2
North	1	1	2	4
South	2	4	2	2
West	3	2	4	3

DIVISION OF CITY PLANNING  
Recreation Study

Graph 2. September 1963

## CITY RECREATION FACILITIES ACREAGE-CITY FIELDS ONLY



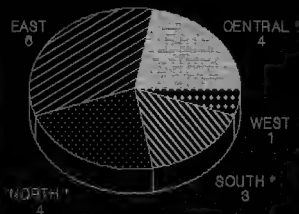
\* 1 Unimproved Site.



DIVISION OF CITY PLANNING  
Recreation Study

Graph 2A. September 1969

## CITY RECREATION FACILITIES BUILDINGS & OPEN AREAS



\* 1 Unimproved Site.

NEWARK, N.J.  
Division of City Planning  
Recreation Facilities  
By Ward  
Table 1A-1.

(1) Name Of Facility/Zone	(2) Census Tract No.	(3) Plan Area Sq. Ft.	(4) Tax Block Number	(5) Tax Section Number	(6) Location Of Facility	(7) Estimated Activities At Facility	(8) Estimated Cost Of Facility
* Recreation Facilities Located in Ward:							
J.P. HANCOCK CENTER	63000	00	2504	1	M JINNEY ST	PELTIUS	2.50
MAVIE PARK WEST (H-4)	36000	00	2571	1	BOYD ST	SWIMMING	4.00
JASBIE LEE ALLEN PARK	57000	00	2580	1	AVON AVE	FIELD SPORTS	6.10
BOY'S PARK	10000	00	2547	1	DURYEE ST	UNIMPROVED	1.40
** Subtotal **							14.00
* Recreation Facilities Located in Ward:							
WEEHAWK PARK	76000	04	2635-6, 8/2637	2, 3, 4, 5	RAYMOND BLVD	FIELD SPORTS	10.00
CRUMBURG CENTER	75.02	04	2602	1	ST CHARLES ST	PELTIUS	2.00
MAVIE PARK EAST	75.02	04	2599	2	WYOMING ST	SWIMMING	6.70
WALKER FIELD	57000	02	945	1	MC CARTER HWY	FIELD SPORTS	6.50
HANCOCK STREET PARK	71000	04	942	1	HEENESEY ST	PLAYGROUND	6.90
CRUMBURG LITTLE LEAGUE	71000	04	942	2	CRISTAL BL	FIELD SPORTS	1.30
** Subtotal **							28.40
* Recreation Facilities Located in Ward:							
FIRST ST PARK	40000	01	1475A	41	FIRST ST	FIELD SPORTS	0.40
WASHERMAN FIELD	40000	01	1094	1, 40	THIRD AVENUE	FIELD SPORTS	5.40
ROTHMAN POOL	90000	01	472	20	CLIFTON AVE	SWIMMING	6.50
BACKLAW PARK	90000	01	729	24, 26, 77, 79	BROADWAY	UNIMPROVED	2.80
** Subtotal **							14.10
* Recreation Facilities Located in Ward:							
WALTON/HUNYON PARK	50000	07	2732	1	W HUNYON ST	FIELD SPORTS	1.40
WALTON PARK	43000	07	2672	1	BROADWAY	UNIMPROVED	0.50
ST PETER'S PARK	45000	07	2724	2	LYONS AVE	PELTIUS	4.00
** Subtotal **							6.30
* Recreation Facilities Located in Ward:							
WILSON STREET POOL	14000	09	2600	100, 1	WILSON ST	UNIMPROVED	0.50
** Subtotal **							0.50
** Total **							64.30

The area also has the large Branch Brook Park facilities and Kastberger Field, a 5.0 acre facility situated west of the City Subway tracks. This area has a large recreation "hollow" in the northeast sector of the Ward. (This area contains the 2+/- acre undeveloped open space site on Broadway adjacent to the Broadway School complex).

For a number of years, and even before the 1978 Master Plan was adopted, and prior to the "Urban Parks and Recreation Report", issued in 1982, this area had been identified by the Division of City Planning as in immediate need of a new recreation facility encompassing a community building and swimming pool and designed to accommodate a variety of recreational opportunities, including ice hockey, basketball, and the possibility of additional land acquisition for an athletic field that would meet olympic standards.

The South Ward now has 5.30 acres of land assigned to recreation uses, of which .20 acres remains undeveloped. The St. Peter's site is the largest area comprising 4 acres and a pool. Weequahic Park is located along the easterly border of most of the ward's land area south of Hawthorne Avenue. Nevertheless, there are potential deficits that should be examined in all three age categories, since no study has been undertaken in this ward as to the adequacy of recreation facilities since 1981-82.

The East Ward presents a skewed age spread in that it is the lowest in three categories: ages PK-3, 4-6, and the special class. In the 13+ category it is the highest of all five wards. It is therefore fortunate that the East Ward contains large facilities which can be utilized by older children. However, the location of the Ironbound Recreation Center does pose a problem to users from the more distant locations within the ward, especially areas west of McCarter Highway, and to some extent, south of Elm Street which can be said to bisect the Ironbound Section of the East Ward.

Generally, this section is known as Planning Area 4 which does not encompass the entire area or political entity contained within the ward boundary. Thus, when using ward designations for planning data collection purposes, problems arise in the comparison of data from year-to-year. For example, the area generally bounded by Elizabeth Avenue to the west; Clinton Avenue or Lincoln Park to the north; McCarter Highway to the east, and East Paddie Street to the south comprises the section known as Planning Area 3, or the South Broad Street Neighborhood. The East Ward also encompasses the Central Business District, or Planning Area 2. Data collected over the years since 1958 has been assembled on the basis of ten planning areas not wards. Ward boundaries change for the most part every ten years following a census. Therefore, as was the case in 1980, sharp alterations in ward boundaries were made which would confound comparisons of earlier data which is evenly collected based on entire census tracts, which in turn, comprise the ten planning areas or districts.

For these reasons, when dealing with the East Ward, and in our attempts to elaborate a recreation plan for the ward, we must by necessity segment it into three distinct components. Therefore, in any subsequent evaluation of the ward, data will first be collected on a planning area basis, and then incorporated into ward totals. The physical arrangement of the three areas comprising the East Ward dictates this approach.

The West and Central Wards present some problems relative to data similar to the East Ward just discussed. Here too, we have a data overlap; i.e., entire census tracts comprise the three planning areas of the West Ward and three planning areas also comprise the Central Ward.

Here again, we have physical barriers that divide the two wards as well as changes in both topography and residential patterns. It should be noted that the West Ward spills over into an area traditionally thought of as the Roseville Neighborhood and which is still identified by many people as the "North Ward" or old Eleventh ward. The same situation occurs within the Central Ward. Part of the South Ward extends into what was traditionally known as the Central Ward or "Old Third Ward".

From a planning perspective, the use of areas defined along permanent boundaries, in this case comprising census tracts, is essential to data analysis. However, as noted above when discussing the East Ward, data can be aggregated and manipulated to determine recreation deficits in the two political areas as fine tuning of facility requirements unfolds.

The Central Ward contains three facilities, one of which is the Jessie Lee Allen Park. In addition, the Boy's Park Site lying to the north on the easterly line of the City Subway is yet to be developed. This northern extremity of the Central Ward is the area that jets into the lower portion of the Roseville Neighborhood. The West Ward contains the Boylan Street Pool Complex and serves the area west of the Garden State Parkway, or Planning Area #10, Vailsburg. Here too, the entire extremity of the West Ward encompassing the Vailsburg Area is actually poorly served if the large concentration of housing in the extreme westerly portion of the Ward is considered. This is the Ivy Hill Area and contains some 2,090 housing units.

Fortunately, the Vailsburg Park, part of the Essex County System, does provide some measure of recreational area, and the Ivy Hill Park, although partially situated physically in South Orange, straddles the western tier of the Vailsburg Neighborhood and affords some measure of open space and recreation spaces. Nonetheless, the Vailsburg portion of the West Ward and the areas below the Garden State Parkway appear to have large concentrations of Pk-3 and 4-6 grade children who may require enhanced or specialized facilities. This is probably the case with all areas of Newark, as the assessment matrix targets gross needs. Therefore, the West Ward ranks high in potential need for these two age groups; the Central Ward to a lesser degree. (See also supplementary Tables 1 and 2 at the end of this section).

Initially, it was cautioned that the matrix approach to ranking is only a guide to setting priorities for follow-up evaluations. Nonetheless, information gained in previous recreation studies confirms the general conclusion that even before fine tuning the present analysis, there is an apparent shortfall in recreation opportunities for the younger age groups throughout the City.



Even though the West Ward has the large West Side Park facility, also part of the Essex County Park System, it is not readily accessible to all residents, especially younger children. Therefore there is a measurable need for upgrading the recreational opportunities in the various precincts of the West Ward, and every effort to bolster both wards should be undertaken as these locales are also the loci of new housing developments.

### 3. Preliminary Statistical Data

Time constraints did not permit a complete statistical analysis of all data secured from the Board of Education relative to age groupings and class levels. As stated earlier, we are using September 1988 data for purposes of this first report. When the 1989's data becomes available we can begin to compare trends in the five wards and will be in a much better position to augment these initial findings. For now, however, we can briefly examine the following data.

<u>Grades By Category</u>	<u>Nominal Ages in Group</u>	<u>(X) Average Number in Five Wards</u>	<u>(S) Standard Deviation in Groups</u>
Pk-3	4-9	3517.40	532.49
4-6	10-12	2374.60	325.05
7-12	13 Plus	3413.40	874.41
<u>Special</u>	<u>(All)</u>	<u>601.80</u>	<u>813.69</u>
TOTAL CITY	----	9906.40	924.31

The upper class or ages 13 and above has the largest measure of variance. We know that the East Ward had 4,314 students in this class in 1988; the Central Ward, 2,203. The deviation between the five wards in the PK-3 (age 4-9) is significant from a planning stand point in that this class represents the highest number of pupils, 17,587 as of September 1988.

The middle range, grades 4-6 (ages 10-12 years) shows the lowest variation between wards. However, if we move this group forward one year, we have an increasingly larger number of older children in each ward in 1989 and on into the early 1990's. Thus, our concentrations of teenagers compels us to assess the needs of this large group requiring active recreation.

Inasmuch, as the schools have experienced losses each year over this past decade, and if our statistics show anything at all, it is safe to assume that the loss has been most severe in the middle range. If this is not the true case, then birth rates in the late 1970's may have been lower than our earlier data indicated. Also, there are no data that we can derive accurate numbers concerning migration patterns, except in the case of the North Ward where it is fairly safe to assume that

the 2,946 middle range pupils may be attributed to a significant increase of Hispanic persons and families into this Ward.

We can see that the measure of variance between the five wards, overall, is less than 10%. Therefore, we can infer that residential patterns throughout the City's five Wards have remained fairly consistent as they relate to pupil station generation. That individual schools have registered significant increases or decrease in enrollments will be borne out when we are able to compare 1988 data with 1989 data now in the process of being prepared.

SUPPLEMENTAL TABLE 1

CITY OF NEWARK, NEW JERSEY  
DIVISION OF CITY PLANNING

RECREATION STUDY

GRADE ENROLLMENT MATRIX

	Primary					Middle			Upper						
Ward	Pk	k	1	2	3	4	5	6	7	8	9	10	11	12	
Central	1	4	4	4	5	3	2	4	3	5	5	5	5	5	
East	0	5	5	5	4	5	4	3	4	2	1	1	1	1	
North	0	1	1	1	1	1	1	1	1	1	3	3	3	3	
South	0	3	3	3	3	4	3	2	5	4	2	2	2	2	
West	2	2	2	2	2	2	5	5	2	3	4	4	4	4	

SUPPLEMENTAL TABLE 2

CITY OF NEWARK, NEW JERSEY  
DIVISION OF CITY PLANNING

RECREATION STUDY

ENROLLMENTS BY GRADES\*

	Primary					Middle			Upper						
Ward	Pk	K	1	2	3	4	5	6	7	8	9	10	11	12	
Central	110	620	846	798	776	780	779	700	663	536	305	251	202	246	
East	0	588	788	724	803	720	708	703	654	688	870	724	701	677	
North	0	855	1213	1084	1022	1046	1022	878	899	812	576	558	493	453	
South	0	747	936	849	902	771	760	716	641	596	801	687	662	557	
West	56	791	1082	945	1021	899	707	685	697	667	360	367	299	425	
TOTALS	166	3601	4865	4400	4524	4216	3976	3682	3554	3299	2912	2587	2357	2358	

Excludes 3,005 Special Education Pupils

4. Intervening Factors Affecting The Recreation Master Plan:

A. Conceptual Framework:

All planning for recreation, education, and cultural facilities is based on two postulates in communities. The first holds a localities institutions are physical assets or structures of opportunity. Along with the family the church, local government, business institutions, these facilities are the real linchpins of our society and are the key determinants of the quality of urban life. The second holds that such institutions are our most highly valued symbols of community identity and achievement.

The planning process which guides decision making on their size, location, and designs, therefore, should be coordinated with the process that guides all community development, especially neighborhood renewal, here in Newark. In spite of some degree of autonomous educational and cultural facility planning, in most circumstances, the proper functioning and the best distribution of public services is possible only when planning for them is made part of a larger process of community planning for growth and change guided by the City's Master Plan.

### B. Housing Construction:

Based on the experience garnered by numerous localities over the years, regional and national demographic multipliers have been devised to estimate the number of school-age children that can be generated by certain housing type configurations. Thus, for purposes of estimating our future needs, special attention is given to the first factor influencing recreation needs. (Refer to Exhibits I, II, III, IV, " Housing Type and Number of Bedrooms").

### C. Demolition Activity:

This variable affecting the number of children that would be either displaced or removed from the school system thus reducing the number of pupils requiring recreation facilities cannot be projected accurately at this time. Because many of the units demolished in any given period of time have been vacant for protracted periods of time, the net effect of the losses was most probably recorded in the enrollment figures several school cycles prior to actual demolition. However, if Exhibits I, through IV are used to estimate demolition



related losses in school children, it should be cautioned that these factors are based on new construction only. Thus, they should be used with some degree of caution as older housing does not always conform to the well defined bedroom configuration of newer housing types.

#### D. Migration Patterns:

As indicated in previous sections, there has been a continued loss in actual school enrollments for the past ten years. Therefore, we have no clear-cut picture of what the annual losses will mean over the long-term. Should we base our assessments on too high an estimate, we are likely to overbuild. Thus, based on our current knowledge of population loss, and relying on provisional data compiled by the N.J. Department of Labor, the City lost approximately 14,052 persons between 1980 and 1987. This would represent an average loss of 2,000 or so persons per year. Based on school population losses for the same period we are less confident that this yearly loss is entirely reflective of a true migration pattern. It could represent different counts taken at various times over the course of the seven years which may have been based on samples not always employing the same

universe. Only a detailed census can really resolve the overall loss do to migration. (Birth and death rates are also significant components of population estimation practices and certainly influence yearly population totals).

EXHIBIT I.

CITY OF NEWARK, NEW JERSEY  
DIVISION OF CITY PLANNING

RECREATION STUDY

September 1989

SCHOOL AGE CHILDREN - BY HOUSING TYPE & NO. OF BEDROOMS

Housing Type: Single Family

No. of Bedrooms	2	3	4	5	Blended (all bdrms)
Factor to multiply by	.149	.638	1.18	1.73	.762

EXHIBIT II.

CITY OF NEWARK, NEW JERSEY  
DIVISION OF CITY PLANNING

RECREATION STUDY

September 1989

SCHOOL AGE CHILDREN - BY HOUSING TYPE & NO. OF BEDROOMS

Housing Type: Garden Apartments

No. of Bedrooms	1	2	3	Blended (all bdrms)
Factor to multiply by	.021	.223	.762	.167

EXHIBIT III.

CITY OF NEWARK, NEW JERSEY  
DIVISION OF CITY PLANNING

RECREATION STUDY

September 1989

SCHOOL AGE CHILDREN - BY HOUSING TYPE & NO. OF BEDROOMS

Housing Type: High Rise (Private)

No. of Bedrooms	1	2	Blended (all bdrms)
Factor to multiply by	.004	.148	.035

EXHIBIT IV.

CITY OF NEWARK, NEW JERSEY  
DIVISION OF CITY PLANNING

RECREATION STUDY

September 1969

SCHOOL AGE CHILDREN - BY HOUSING TYPE & NO. OF BEDROOMS

Housing Type: High Rise (Public)

No. of Bedrooms	2	3	4	Blended (all bdrms)
Factor to multiply by	.044	.258	.854	.458

E. Quality of Life - Neighborhood Stability:

Many of the Newark's previous efforts beginning in 1969, the year that Newark launched its first mini-park or "vest pocket" park construction program costing nearly one-half million dollars, the City has had very marginal success with small play area operations.

Of the nineteen (19) mini-park facilities built between 1969 - 1971, scarcely a handful still remain. Most of them have almost entirely disappeared. Some of the sites remain with only a few remnants of the play equipment that had been installed on the site, and what remains stands in stark contrast to what had been built.

Factors that explain the demise of this little system of recreation areas are as complex as they are plentiful. One significant factor, and a great disappointment to the City and those who built them, was the breakdown in the community organization that helped foster many of them. Not one facility under this program was built without first consulting with those persons who had been previously identified as community leaders and representatives of their blocks.

Meetings were held and most problems were resolved long before actual construction began. Promises were made on each side: the City vowing to assist in maintenance efforts while the community indicated they would act as watch dogs and contribute a little in the way of "housekeeping." Nonetheless, the decay began almost before the first year was out.

What caused the initial breakdown can be attributed first to the fact that the bulk of the sites were located in areas lying wholly within the delineated Model Cities Area. Few, if any, can be said to have been constructed in any location enjoying a reasonable level of neighborhood stability as far as housing conditions were concerned. Secondly, because of a general decline in the neighborhood's quality of life, many of the people who acted as community supporters were the first to leave. Ironically, those most able to foster interest in the long-term survival of the facilities were gone in a few years. This left a serious void.



Again, the City cannot be fully absolved in the matter either. Even though there was a shortfall of funds for maintenance of park and recreation facilities, repeated efforts to employ Safe and Clean Neighborhood funds, for mini-park maintenance were rejected. Lot clean-up and other matters had higher priority, as these represented the heaviest day-to-day complaints from citizens. After awhile, the City ceased to service these parks at all, or only did when the site had become a severe nuisance.

Perhaps though, no other factor was more instrumental in the decline of these facilities as with the larger ones, than a general decline in the quality of the neighborhoods surrounding them. Even in the better locations, the parks did not prosper, as the general environment deteriorated.

Exhibit V depicts the general conditions found in 1982 in five neighborhood strategy areas (NSA's). The Morris and Wilson Avenue facilities no longer exist. Kastberger Field, the Hayes Park West Pool and Rotunda Pool are in operation. The Morris Avenue facility was

demolished to make way for a newer facility to be built in conjunction with the New Communities Corporation housing complexes. Wilson Avenue proved too costly to repair and maintain. Thus, the other three have remained inspite of deterioration in other areas. Their success or survival is due in no small measure to refurbishment via capital funds, good maintenance, inspite of some lapses, and high user visibility. But more importantly, the general neighborhood conditions have been improved and there is a certain level of stability present that offsets other negative forces.

Thus, in firming up a recreation master plan, it is essential to coordinate these efforts with new housing construction or improvements and related programs first, and secondly, attempt to place them near or on the same site as schools, day care centers, etc. (It should be noted, that of the 19 mini-parks constructed, only one is currently listed as in "good condition". This lot is located on the site of the Bessie Smith Community Center.

SECTION II. - ENROLLMENT

IMPLICATIONS FOR RECREATION NEEDS

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II. Enrollments And Their Implications For Future Recreation Needs

2. Future Recreation Facilities:

As presented earlier the trend in school enrollment over the past 10 years indicate a constant decline in number. At the same time there has been a reduction in the number of residences available though increased demolition and a less than equivalent construction of new houses. Trend analysis indicates a direct correlation between these two variables. One may logically assume that a decline in school enrollment annually does indicate an increasingly smaller population within the age group of 4 years to 18 years. We may also assume that this trend, together with the slow housing construction results in a physical movement of people in this age group out of Newark.

These two assumptions have important implications for both the short and long term planning of recreation in the City. Add to these the projected overall negative growth in population in Newark, (1985-318,468, projected 1995 - 298,985) and the evaluation of present facilities and future needs seems even more critical.

TABLE 3-1

DIVISION OF CITY PLANNING - NEWARK  
MINIMAL STANDARDS FOR PUBLIC RECREATIONAL AREAS

Nature of Recreation	Ages Served	Minimum Acres	Service Radius	1 Acre Serves	1 Site Serves	Desirable Feature Minimum Facilities
1. Play lot	Preschool	1.8	1 Block	—	136 tots	Housing Develop only
2. Neighbor- hood play- ground/pk	5 to 14	Active area-3	1/4 to 2/3 miles	218 children	600-800 children	Space for juve. & athletic game crafts, bldg., games, rt. area bound. planting
		Passive area-2	Same	2,000 tot. pop.	3,000/10,000 tot. pop.	
3. District	15-20	Active area-10	3/4 to 1 1/2 mi.	290 youth	1000/4000 youth	Swimming pool, athletic field, all-purpose bldg. facil. for labo group activitie
		Passive area-5	Same	2,000 to 8000 pop.	10,000 - 50,000 pop.	
4. Sports center	All	30	5-10 miles	Variable	500,000 pop.	Multiple facil. field games, flk house.
5. Urban Pk.	All	30	5 miles	2000 tot. pop.	50,000 - 100,000 pop.	Shade, lawn & water
6. Regional Park	All	No limit	No limit	Variable	Variable	Outstanding scenic recreational attractions.
7. Special-ized	Various	No limit	No limit	Variable	Variable	Golf course, or special uses.
8. Cultural site	All	No limit	No limit	Variable	Variable	Historical, scientific, or educational.
9. Miscell-aneous	All	No limit	Local	Variable	Variable	Planted, strips squares, public building ground
10. Preserve or Reservation	All	No limit	Local	Variable	Variable	Protection of primitive or scenic areas.

Reference to Table 3-1 indicated general standards for recreational activities for all ages. If we consider the facility providing active recreation and play area (with or without equipment) for preschool and young children in the primary age group category, our standards indicate that for every 218 children, approximately 1 acre is required. Using information presented earlier, the total number of children in this category is 17,587. This indicates a total requirement of 80.7 acres for active play areas. Breaking this down geographically by wards the requirement is as follows.

TABLE 3-2

	Total in Primary Group	No of Acres Required*
Central Ward	3150	14.5
East Ward	2903	13.3
North Ward	4204	19.3
South Ward	3434	15.8
West Ward	<u>3896</u>	<u>17.9</u>
Total	17587	80.8

\* Rounded to nearest decimal place.

Our school age data indicates that both the central and west wards have a combined total of 167 children in the pre-kindergarten group. It is safe to assume that in addition to these each Ward has its own share of children in the 2 to 4 age group requiring special facilities such as wading pools. Minimum standards for swimming facilities are given as 3 square foot of pool per person, in addition to wading facilities. Therefore for a population of 1,500 a 4,500 square foot pool is necessary.

Table 3-3 gives some broad standards for recreation facilities and Table 3-4 below gives a general geographic breakdown of recreational requirements based on these standards.

TABLE 3-3

DIVISION OF CITY PLANNING - NEWARK  
STANDARDS FOR RECREATION AREAS\*

Type of Area	Acres Per 1,000 pop.	Size of Sites (Acres)		Radius of Area Serve (Miles)
		Ideal	Minimum	
Neighborhoods Play Lot	1.5	1	0.05	0.5
Playgrounds	1.5	4	2	0.5
Neighborhood Pks.	2.0	15	5	0.5
Play Fields	1.5	15	10	1.5
Community Pks.	3.5	100	40	2.0
District Pks.	3.0	200	100	3.0
Regional Pks. & Reservation	15.0	500-1,000	varies	10.0

\* Urban Land, May 1961, by George Mes, Director, Inter-County Regional Planning Commission, Denver, Colorado



TABLE 3-4

## RECREATIONAL REQUIREMENTS FOR MIDDLE AND UPPER AGE GROUPS

Facility	Ward	Minimum Standard	No of Children 7-18 yrs old	Actual Requirement (Acres)
Athletic games/field sports	Central	1,500/1000	4462	7 acres
	East	"	6445	9.7 acres
	North	"	6737	10.00 "
	South	"	6191	9.3 "
	West	"	5105	<u>7.7 "</u>
Total				43.70
Tennis/ basketball etc.	Central	1 ac/5000	4462	.9
	East	"	6445	1.3
	North	"	6737	1.4
	South	"	6191	1.2
	West	"	5105	<u>1.0</u>
Total				5.8
Neighborhood Parks	Central	200/1000	4462	8.9
	East	"	6445	12.9
	North	"	6737	13.5
	South	"	6191	12.4
	West	"	5105	<u>10.2</u>
Total				57.9
Community Parks	Central	3,500/1000	4462	15.60
	East	"	6445	22.6
	North	"	6737	23.6
	South	"	6191	21.7
	West	"	5105	<u>17.9</u>
Total				101.4

Table 3-5 gives a breakdown of the type of recreational facilities available in each ward. One must note that the figures refer to the actual number of locations offering the facilities rather than the capacity available. One should also be aware of the fact that facilities provided by individual schools and private enterprise are not included here.

The information given in Table 3-5 indicates that a wide variety of activities are available for Newark's young population. In addition, a large number of camps and day trip opportunities provided during the summer months may be added to this list.

Newark can be cited as a highly community oriented municipalities when one considers the number of community groups and clubs involved in the social welfare of its youth. Table 3-6 list a few of the many community centers and organizations providing both seasonal and all year recreational facilities for children and adolescents in the city.

TABLE 3-5

DIVISION OF CITY PLANNING  
RECREATIONAL FACILITIES PROVISION BY WARDS

TYPES OF FACILITIES								
Wards	Swimming	Playgd.	Open sp. (Parks)	Field Sports	Tennis	Multi- Purpose	Basket Volley Soft ball	Other Indoor Recrea
Central	3	2	5	1	1	1	0	5
East	2	1	3	2	2	0	0	1
North	2	0	2	3	1	0	1	5
South	0	1	2	1	0	1	2	0
West	1	1	2	0	1	0	0	2
Total	8	5	14	7	5	2	3	13

Unfortunately, current data available and time have not allowed us to analyze the combined capacity of these facilities in terms of the specific distribution of the population they serve. Nor have we been able to assess the efficiency of the facilities in terms of the equipments available at each site. This is important for recreating planning in the short and long term. Facilities such as playgrounds, for example, should be adequately equipped with safe and functional equipment such as swings, slides, benches, and play sculptures. Facilities catering to children in the upper grades should be designed with multiple-use in mind and may be less structured than those for children in the primary age group.

It is therefore necessary that follow-up studies be directed at detailed investigations into the conditions and "carrying capacity" of what currently exist. Only after this is done can we determine whether or not there is a genuine need for additional recreational facilities considering the trend in population growth for the next five years.

TABLE 3-6  
DIVISION OF CITY PLANNING  
RECREATIONAL FACILITIES PROVIDED  
BY COMMUNITY CENTERS

Community Centers	Ward	Age Group (Years)	FACILITIES		Indoor* Recreation
			Swimming	Basket/Volley Bowling	
Elizabeth Ave.	East	6-18			X
Focus Newark Inc.	North	10-16			X
Friendly Field Neighborhood	Central	3-12			X
Ironbound Boy's Club	East	5 and up			X
Leagues	South	7-13	X		X
Boys Club	Central	7-18	X		X
	South	7-18			X
	West	7-18			X
	North	7-18	X		X
La Casa Youth Center	North	8-20			X
North Ward Center Inc.	North	All			X
James Street Neighborhood House	North	14-18		X	
Roseville Coalition	North	16 & up			

\*Includes Arts & Crafts, Gymnastics, Music and Photography.